



Economic and Social Council

Distr.
GENERAL

E/CN.3/1991/3
4 October 1990

ORIGINAL: ENGLISH

STATISTICAL COMMISSION
Twenty-sixth session
4-13 February 1991
Item 3 of the provisional agenda*

**SPECIAL ISSUES: REPORT ON INCREASING USER AWARENESS
OF THE VALUE OF STATISTICAL OUTPUTS AND SERVICES**

Report of the Secretary-General

SUMMARY

The present report has been prepared in response to a request made by the Statistical Commission at its twenty-fifth session.

The report contains a brief discussion of the issue of user awareness and use of statistics (paras. 5-18), followed by a summary of national experiences in user awareness based on information obtained through a questionnaire circulated to selected Member States (paras. 19-77). The international experience on this topic, also collected by means of a similar questionnaire, is presented in paras. 78-135. Strategies for improving user awareness of statistical outputs and services are provided in paragraphs 136-137. The report concludes with points for discussion by the Commission (para. 138).

* E/CN.3/1991/1.

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INTRODUCTION

1. At its twenty-fifth session, the Statistical Commission decided that the issue of increasing user awareness of the value of statistical outputs and services should be included in the agenda of the twenty-sixth session as one of the special discussion topics. 1/

2. The Working Group on International Statistical Programmes and Co-ordination, at its thirteenth session held in Geneva in September 1989, noted that the document to be prepared on this topic should be based on a survey of national and international experiences and would serve as a vehicle for disseminating those experiences for the benefit of all national and international statistical services. 2/

3. Pursuant to the recommendation of the Working Group, the Statistical Office of the United Nations Secretariat prepared a brief questionnaire on user awareness requesting information from selected national and international statistical services. The questionnaire for national statistical services was sent to 47 Member States, including the 24 members of the Statistical Commission, keeping in mind an adequate balance in terms of geographical and other relevant considerations. The questionnaire for international statistical services was sent to 15 specialized agencies and organizations and the statistical divisions of the five regional commissions.

4. By 20 August 1990, the following 31 countries had responded to the questionnaire: Argentina, Australia, Bulgaria, Canada, Chile, Colombia, Czechoslovakia, Egypt, France, Federal Republic of Germany, 3/ Hungary, India, Islamic Republic of Iran, Japan, Kenya, Mexico, Morocco, Netherlands, New Zealand, Norway, Pakistan, Panama, Philippines, 4/ Poland, Sweden, Thailand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America, 5/ Uruguay and Zambia. With respect to the questionnaire sent to the international organizations, replies had been received from the following 12: Food and Agriculture Organization of the United Nations (FAO), General Agreement on Tariffs and Trade (GATT), International Civil Aviation Organization (ICAO), International Labour Office (ILO), International Monetary Fund (IMF), United Nations Conference on Trade and Development (UNCTAD), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Industrial Development Organization (UNIDO), Universal Postal Union (UPU), World Bank, World Health Organization (WHO) and Statistical Office of the European Communities (EUROSTAT). The following four regional commissions had responded: Economic Commission for Africa (ECA), Economic Commission for Europe (ECE), Economic and Social Commission for Asia and the Pacific (ESCAP) and Economic and Social Commission for Western Asia (ESCWA). A questionnaire was also completed on behalf of the Statistical Office of the United Nations Secretariat.

I. USER AWARENESS AND THE USE OF STATISTICS

A. Role of statistics and need for user support

5. The need and the consequent demand for statistics in organized societies have existed for some time. The need for statistics in earlier years was limited to a few areas, such as population, births, deaths, taxation, revenues and expenditures and agricultural and commercial activities. Over time, there has been a steady expansion in the fields for which users expect quantitative data and in the diversity and complexity of ways in which data in any given field are used. The importance of statistics to a large group of users, ranging from the Government to the individual, was appropriately described some time ago in the United Nations Handbook on Statistical Organization, as follows:

"The demand for statistics of the highest quality by Governments, business, economists, social workers and others, has increased enormously. ... In all fields, both national and international, the work of the statistician is fundamental for comprehending the numerical aspects of the problems to be dealt with, for setting more or less isolated phenomena in their proper perspective, for indicating the significance of parts in relation to the whole and for substituting realistic data for wishful thinking, biased claims and political oratory. In short, statisticians help to shape (economic and) business policy, they furnish navigational guides for the ship of state, they help social agencies which work for the welfare of the people and they help students and the general public to have a more realistic view of the complex economic and social environment in which they live." 6/

6. This statement is just as true today as it was when it was first made in 1954 and has been quoted and reiterated in the revised version of the Handbook issued in 1980. Added to the above, the increased involvement of international organizations in the collection, compilation and dissemination of statistics, the rapid changes that have taken place in recent years in electronic data processing and communication technologies and the uses developed in their application to statistics have brought about vastly expanded capabilities for both the production and dissemination of statistical outputs to current and potential users.

7. In the light of these developments, statistical offices, both national and international, are faced with the continuing challenge to utilize to the fullest their capabilities of providing a wide range of outputs and services to their current and potential users.

8. However, many statistical offices today, including those in developed countries, face problems due to the effects of the fiscal constraints increasingly encountered by Governments and international organizations. Freezes imposed on expenditures and, on occasion, reductions have created a situation of scarce resources for national and international statistical offices. As a result, these offices must depend more and more on user support to obtain needed resources, either through direct funding or sales of products and services or indirectly through support of budget requests.

9. In these circumstances, explicit strategies for enlisting direct and indirect user collaboration and support must be identified and employed. Such support would be more easily forthcoming if all actual and potential users had a full appreciation of the value of statistical outputs and services available to them.

B. Level of user awareness

10. Certain groups of users in government agencies, socio-economic planning organizations, libraries, universities, research institutions and international organizations are generally familiar with the outputs and services of statistical offices, particularly in their own area of specialization. However, many in those institutions, the public at large and other potential users may be simply unaware of the outputs of national and international statistical offices. Even where users have some awareness, they may undervalue, and consequently underutilize, the data or perhaps be aware of only a limited set of outputs.

11. Statistical offices disseminate their outputs in a number of different ways. In addition to publications, the traditional means of dissemination, press releases, machine-readable media, such as magnetic tapes, diskettes, CD-ROM, microfiches, microfilms and various other methods are also used, including teletext and on-line access to data bases.

12. Where users are not at all aware of the outputs, it may perhaps be that they have not invested sufficient effort in searching for the data relevant to their needs. In certain situations, it may also be that potential users have failed to recognize the importance of statistical information as a useful tool in decision-making and research. Given these problems, what can producers of data do to communicate to potential users the existence, nature and use of their products?

13. Often, national statistical offices (in developing countries in particular) lack the financial resources to mount an effective information campaign. In such cases, the situation may be exacerbated by the existence of inadequate library facilities, with the result that publications will be insufficiently circulated and their accessibility limited.

14. In countries where resources are available, information strategies may nevertheless be lacking, or perhaps poorly executed. For example, there may be no published schedules for data releases, or scheduled deadlines may not be met. Furthermore, key statistical releases may receive only limited media coverage.

C. Value attached to statistical outputs and services

15. Where users of statistics are aware of the outputs of national and international statistical offices, various quality and quantity aspects of those outputs may mean either that they are of limited value to the users or that users are unable to assess the value, that is the relevance, of the data to their needs.

16. So far as the quantity of data is concerned, the available budget will of course limit the nature and scope of the work programme. Within the budget confines, however, the statistical office may not adequately identify its data users, nor work sufficiently closely with those users in order that programme priorities be set in accordance with the users' needs and the data produced be consequently relevant to those needs. Even if users judge the data to be relevant in general, there may be other quality aspects such as accuracy, comparability and comprehensiveness, which they feel have not been sufficiently addressed by the statistical office. Data may also be rejected because its quality cannot be verified; that is, users are not informed as to the methodology and procedures used to generate that data.

17. In addition to the quality and quantity aspects, the timeliness with which data is produced will also influence its use. For many users, the issue of timeliness is as equally important as the accuracy and relevance of the data. If users cannot rely on the prompt, on-schedule delivery of the data required to meet their needs, then it is possible that they will look for what they need from an alternative source, use alternative data, or simply do without altogether.

18. Finally, data will be of more value to users the easier it is to organize and analyse. For example, specific tasks often require that published data be reaggregated or disaggregated for specific purposes, or that long-run historical series be readily available. The greater the effort that users need to apply to be able to mould the data to their exact requirements, the lower the value they will assign to that data. This aspect becomes less significant as the electronic dissemination of data supersedes that in published form, and users are more easily able to manipulate data. However, if the statistical office is willing (and technically able) to tailor data to specific user needs, then that data is likely to be utilized to a greater extent than would otherwise be the case.

II. NATIONAL EXPERIENCES IN USER AWARENESS

19. The questionnaire sent to the national statistical offices (NSOs) of 47 Member States consisted of four parts considered relevant to the topic under study and attempted to explore the following main issues: (a) user awareness of the availability of statistical outputs; (b) marketing of statistical outputs and services to increase user awareness and generate revenue; (c) barriers to awareness and the effective use of available statistics and measures taken to reduce those barriers; and (d) changes in the internal management or content of programmes to increase the awareness and use of outputs and services. A summary of the experiences of the 31 NSOs that replied with respect to the above-mentioned issues is provided in the section below.

A. Awareness of the availability of statistical outputs

1. Systematic attempts to assess user awareness

20. The NSOs were asked if they had made any systematic attempts to assess the users' awareness of their outputs and services and, if so, the method employed to make the assessment. The replies from respondents indicated that most of the countries had taken initiatives to assess users' needs and/or awareness of their outputs and services by means of systematic surveys, occasional studies or using indirect feedback from users on the basis of written, telephone or in-person inquiries, requests or complaints regarding their outputs.

21. The respondents indicated that they had employed one or more of the following methods to make an assessment of users' awareness:

- (a) Questionnaires;
- (b) Telephone and electronic inquiries;
- (c) Face-to-face interviews;
- (d) Workshops, seminars, conferences, consultations and meetings;
- (e) Inserting reply cards in publications;
- (f) Monitoring borrowings from statistical libraries;
- (g) Analysing sales figures;
- (h) Analysing requests for data and/or inquiries or complaints about the data.

22. Some countries had hired market research companies or consultant firms to conduct the studies.

23. While comprehensive surveys aimed at the public at large were rare (except in Japan, the Philippines and Sweden), several countries reported that, in conducting studies, they had relied mainly on contacting selected groups of existing and potential users gleaned from subscription lists, free mailing lists or known focal points, such as libraries, universities, research community and central and local government bodies.

2. Level of awareness

24. The results of the evaluations by the NSOs generally indicated very low awareness on the part of the public at large. Among the respondents confirming this finding, the Australian Bureau of Statistics (ABS) noted that its various studies on this issue revealed a low awareness level of ABS products and the ABS in general.

25. Surveys undertaken by Statistics Canada also produced similar results. Beyond a core group of very experienced data users, they reported a general lack of knowledge of the Agency's output and uncertainty about how to go about finding information.

26. One developing country reported that because of the low literacy rate, the common man does not generally appreciate the importance of statistics and some users, including mass media representatives, look at their statistics with suspicion and utilize their outputs and services only as a last resort when such data are not available elsewhere.

27. Some of the respondents noted that, generally, users tend to confine themselves to the main statistical compendiums. The demand is usually greatest for such multi-topic publications.

28. It appears, however, that certain groups of users in government agencies, socio-economic planners, management consultants, information agencies, businesses, universities, libraries, those involved in science and research and international organizations proved to be very familiar with the statistical outputs and services. The replies from most of the respondents indicated that the level of awareness of these users was particularly high in areas of special concern to them.

29. In addition, mass media also expressed much interest in certain indicators that were newsworthy and of broad interest to the public. For instance, cost of living indexes, trade statistics, social and demographic statistics and information on the labour force and unemployment, industry and agriculture, gross domestic product (GDP) and per capita income statistics were very much sought after by the news media.

30. In most countries, much of the statistical output has been developed and prepared in consultation with the interested governmental, legislative and administrative bodies. These tend to represent a large group of satisfied users in almost all cases. However, private and academic interests are usually less satisfied with some quality aspects, which are often addressed either through meetings with groups of users or with individuals through their specific inquiries directed at the producers.

3. Importance and priorities attached to outputs

31. It appears that even though the priorities attached to certain characteristics of statistical outputs vary somewhat among each group of users, timeliness, in the sense of the data itself being up to date, prompt, on-schedule delivery of the output, and accuracy of the data are of the most concern to them. Those NSOs which listed what they considered to be their users' priorities in order of importance placed timeliness ahead of accuracy, indicating that some users (the media, in particular) were indeed prepared, at least to some extent, to trade off the latter for the former. One developed country commented that it appeared that many users believed that an excessive concern for data quality affected timeliness, while another reported that the media were always interested in the most up-to-date

findings and were the least understanding of the length of time required to process survey findings and to prepare data releases. Another NSO stated that users' interest in statistical indicators was lost due to lack of timeliness in their availability.

32. A large number of respondents also listed comparability, comprehensiveness, consistency, objectivity, relevance and reliability of the data as additional factors to which their users assign importance. Of these factors, the majority of users in Government, research and planning singled out various aspects of comprehensiveness. In Canada and the United States, for example, users were demanding data in ever greater geographic detail. Analysts tended to single out comparability as being of major importance.

33. Only one national statistical office indicated that users attached a high priority to the precise documentation of the data and to the provision of methodological explanations.

B. Marketing statistical outputs and services to increase user awareness and generate revenue

1. Incidence of the marketing approach

34. The extent to which NSOs market their outputs varies greatly among countries. However, the movement towards a market-oriented approach in the dissemination of statistical outputs and services appears to be quite pronounced, particularly with respect to several NSOs from developed economies. Of those NSOs which responded to the questionnaire, Australia, Canada, the Federal Republic of Germany, New Zealand, Sweden and the United States appear to be highly committed to policies of increasing user awareness of their outputs by vigorously promoting and charging for them.

35. While marketing policies exist in nearly all other responding countries, the extent to which they are systematized varies significantly, and virtually all countries consider that much more needs to be done.

36. Many countries for which offsetting a portion of their costs of production of statistical outputs through sales is not an overriding issue nevertheless have initiated extensive marketing campaigns aimed simultaneously at disseminating their statistical outputs as widely as possible and at more effectively utilizing allocated public funds by having users meet some of the costs of distributing the data. In the case of France, a department specializing in the dissemination of data has been responsible, since 1970, for defining, marketing and distributing outputs from the Institut national de la statistique et des études économiques (INSEE) (publications included).

2. Promoting statistical outputs

(a) Advertising

37. In general, NSOs appear to be directing increasing attention to advertising their outputs as a means of expanding their utilization among potential users.

38. All NSOs indicated that they maintain a catalogue of their own publications, including future release dates. With respect to promotional activities, however, a number of countries reported that they did not engage in extensive marketing efforts for their products and/or that their efforts in that regard were not fully systematic. Among that group of countries, some basic methods by which they advertised their products were generally described. Those methods included:

(a) Cross advertising in own or other government publications;

(b) Publication schedules printed as separate document(s) and/or published in current newspapers, statistical journals, trade papers and the like;

(c) Press releases;

(d) Direct mailings to known users and/or target markets;

(e) Exchanges with other organizations and libraries.

39. A number of other countries have adopted more systematic promotional policies than those listed above. These countries have added any or all of the following to the gamut of their promotional activities:

(a) Summary brochures, pamphlets and broadsheets;

(b) Stands and displays at business fairs and exhibitions;

(c) Press conferences and media interviews;

(d) Seminars, lectures, and workshops with users;

(e) Electronic bulletin boards.

40. A number of NSOs appear to be mounting more intensive promotional campaigns. These NSOs have established special units not only to deal with data requests and inquiries but to maintain personal contacts with key users and to actively solicit new users through personal consultations.

(b) Other methods

41. In addition to advertising outputs, nearly all NSOs that responded promote their products by consulting with at least some user groups prior to at least some statistical inquiries in order to, inter alia, assess user needs for the prospective data, provide a forum for users in which they may present their views

on the current project, assess the burden on various reporters and convince them of the usefulness of their efforts in reporting the requested data. The United States, for example, reported that users submitted over 40,000 comments in response to 1990 census issues.

42. France also reported that to ensure a better consensus between producers of statistics, users and interviewees, it had established the Conseil national de la statistique (CNIS). Almost all INSEE projects are undertaken after approval by the CNIS.

43. Many NSOs hold seminars for the users of their data after the data have been published.

44. Some countries (for example, Islamic Republic of Iran, Norway, Poland) cited the promotion of awareness of their statistical outputs by using them as texts in schools, colleges and universities. In addition, other countries compile lists of statistical outputs suitable for schoolchildren.

3. Charging fees and assessing the value of statistical outputs

45. All respondents indicated that they charge some fees for at least some of their outputs. The prevalent practice is to charge for data disseminated electronically and for data specially tailored to specific user needs. While the reasons underlying these charges, and hence their nature and extent, varies greatly among countries, the general tendency among NSOs has been to increase the extent to which (at least) some of the costs of disseminating statistical outputs are offset through sales of those outputs. There appear to be three main reasons for this turn of events:

(a) Some NSOs (those in Australia, Canada and New Zealand, for example) because of changes in budget appropriations policies, have been directly charged with the responsibility of meeting an increased proportion of their operating costs from the sales of their own products and services;

(b) Other NSOs (those in the Netherlands and Sweden, for example), having been confronted by reduced government funding for their programmes, have sought ways to bridge the financial gap;

(c) Among NSOs not specifically dependent upon supplemental income from users of their products, many indicated a desire to more effectively use allocated public funds by having the users meet at least the marginal costs of disseminating their statistical data.

46. From their experiences in actively marketing their outputs, countries indicated that charging for these outputs primarily enables the NSO to:

(a) Recoup the costs of disseminating data;

(b) Achieve revenue targets;

(c) Encourage users to determine their real needs for publications;

(d) Ensure that market demand for outputs be an important consideration in the setting of programme priorities. This involves assessing user demands and adapting statistical products to suit them.

47. Secondary results of adopting the "user-pays" principle are that:

(a) Some publications are rationalized or eliminated (Australia, Canada);

(b) Some projects become entirely, or almost entirely, user-funded.

48. A number of NSOs indicated that other government departments paid their share in the cost of producing statistical information of special interest to them. In Sweden, for example, each ministry is charged with the direct responsibility of funding the statistical programmes with which it is associated. Since this approach was adopted in 1987-1988, the awareness and knowledge about statistics has increased markedly within the ministries.

49. Among developing countries, one NSO noted that it had received budgetary support from various international organizations for very specific projects, such as censuses and sample surveys. Similarly, another acknowledged that in order to carry out special surveys and censuses, it had requested and received technical or economic assistance from national and international organizations.

50. One developing country, however, encountered resistance from users in other government departments when requested to meet some of the expenses incurred in producing statistical outputs. It was believed that any payment in that regard was of no use, since the government budget was transferred from one pocket to another, incurring unnecessary expenses in such a transfer.

51. Some countries stressed that private sector financial support had rescued some projects from cancellation. Another developing country, on the other hand, indicated that it had experienced difficulty in soliciting private sector support because of its inability to produce current, disaggregated data as desired by that sector.

4. Market orientation versus public service orientation for national statistical offices

52. Most NSOs that responded to the questionnaire indicated that their primary responsibility was to satisfy their Governments' needs for statistical data and to make such data widely available to the citizens of the country. No NSO, however, indicated any conflict between this public-service aspect of their function and the market-oriented approach associated with charging fees for their outputs, since they felt that a sufficient quantity of data was made available (to the press, libraries, etc.) free of charge.

53. One NSO expressed a note of caution concerning the commissioning of work. If it was not planned for, it could cause a backlog of work, and hence there was a danger that, due to preoccupation with jobs that brought in commercial revenue, work of a public service character might remain unidentified and undone. However, that NSO went on to add that the experience of working with funding from more than one source was very positive. It provided more contacts with users, was regarded as stimulating by the staff, raised the level of competence and permitted a better utilization of resources.

C. Barriers to awareness and use of statistics and measures taken to remedy them

1. Specializing outputs in response to user needs

54. The replies received from most of the NSOs reflected a positive experience in specializing their outputs to make them more responsive to user needs and the degree of success of these experiences. Many countries reported a number of different measures to respond to this issue and various levels of success in tailoring their outputs and services to provide an effective response to user needs.

55. In addition, it appears that in responding to user needs, the use of modern computer technology is increasingly becoming an important key to success on the part of many countries, even though this process is still at an evolutionary stage.

56. As an illustration of the use of modern computer technology, in Australia, the Australian Bureau of Statistics (ABS) indicated that in order to provide a relevant and useful service, some tailoring of existing products had occurred. An example was a range of floppy disk products which allowed clients to specify data items of interest: a floppy disk was prepared in accordance with their needs. The response had been encouraging, and an expansion of the facility was envisaged.

57. Japan also reported that data was being provided on diskettes in addition to the conventional media in the form of book reports and magnetic tape. Furthermore, a new service had recently been started providing government agencies on-line access to its data base, SISMAC. Local self-governing bodies were also being provided reports of monthly surveys through personal computer telecommunication networks as soon as such reports were available.

58. In the Netherlands, increasing use was being made of new media, such as videotext, diskettes, tape and CD-ROM for the dissemination of data and press releases.

59. New Zealand indicated that it was able to deliver its outputs to users in any medium required, such as hard copy, diskettes, computer tapes or on-line access to INFOS, with the policy of interaction with the users' own software. In addition, CD-ROM technology and electronic mail were also in use.

60. The increasing use of modern computer technology in responding to user needs was also evident in the replies received from various United States agencies.

Among the agencies reporting, the United States Bureau of the Census, for instance, noted that new product mediums, such as CD-ROM, diskettes, microfiche and electronic telecommunication of information, were added to its data delivery system. The United States Bureau of Economic Analysis also indicated that its data were now available in a variety of mediums - hard copy, computer tapes, and diskette - and that a considerable portion of its information could also be accessed electronically through the Department's Electronic Bulletin Board (EBB).

2. Efforts towards improving communications with existing and potential users

61. Most of the NSOs reported that they had tried or were in the process of trying to improve communications with their existing and potential users.

62. A number of NSOs in both developed and developing countries indicated that one means of improving communication with selected user groups was through seminars, conferences, user forums and producers/users meetings.

63. Other approaches to improving communications cited were: issuing press releases to local and national media; distributing quarterly bulletins describing changes in statistical programmes, new products and market tests; direct contacts (written, personal or telephone) with users to determine their needs and to inform them of other developments; and conducting surveys through the use of questionnaires.

64. Efforts to improve communications with existing and potential users through the use of one or more of these methods were generally considered to be successful. Sweden, for instance, indicated that commercial revenues from the sale of its products and services had increased continuously, and New Zealand pointed out that an indication of the success of its efforts could easily be measured by the increase in its revenues, which had risen 17 times over a period of four years, from \$NZ 400,000 to \$NZ 7,000,000.

D. Changes in the internal management or content of programmes found to be useful to facilitate the awareness and use of outputs and services

1. Changes to the internal management and content of programmes

65. One of the approaches evident in the replies of several NSOs was that the formation of a marketing unit could play an important role in facilitating the awareness and use of statistical outputs and services.

66. Australia, for instance, reported that it had created a specialized marketing division with the following programme: (a) development of a current and flexible marketing plan; (b) establishment of a sales force; (c) more emphasis on client needs; (d) establishment of sales information as part of individual project performance indicators.

67. France also noted that some important steps had been taken on that issue and described them as follows: (a) INSEE publications were no longer placed under the sole responsibility of the statisticians producing the data; their design, editing and production were now handled by a unit specialized in data dissemination; (b) sales of publications and replies to inquiries were assigned to information bureaux created in each region; and (c) a system of feedback has been instituted to help statisticians producing the data by informing them about the specific needs and complaints of users.

68. The Netherlands replied that a separate section for marketing and public relations had been instituted recently to deal with the issue.

69. In Sweden, a Marketing Council had been established in 1989 to develop the total range of products and services offered by Statistics Sweden, irrespective of how they were funded, and to adjust them to the users' demands. The Council would advise on general matters pertaining to publications, services and specific paid jobs for clients, develop plans and policies, and generally support and co-ordinate efforts to improve these activities. Policy and goals for accepting, costing and generally treating paid commissions had been formulated, and strategies for reaching the goals had been drafted. A market information system would be constructed to provide data on market trends and how the various services and products were bought and used.

70. Market orientation appears to be under consideration in Bulgaria and Hungary. In addition, Bulgaria reported that it was considering, among other actions, editions in foreign languages and a major updating of the content of its statistical publications by including much more comprehensive information. In Hungary, work is now under way to clarify market-oriented activities and those activities financed by the State budget. The establishment of a new system of operation and financing is currently under development.

71. Other measures indicated by NSOs involving changes in their internal organization or programme content included:

(a) Creation of standing management committees in the areas of dissemination, communication, market research and marketing, and feedback to programme areas on costs and revenues of the publications they produce;

(b) Establishment of a publication division;

(c) Use of information services to provide background information on the results of official statistics and close co-operation with the press for the dissemination of statistical information;

(d) Introduction of modern data processing equipment and the creation of a national information centre to effectively meet a growing demand for statistical information;

(e) Establishment of a public relations department to disseminate information on statistical outputs and to seek the co-operation of respondents;

(f) Formation of an analytical (research) unit to ensure a more comprehensive analysis of data;

(g) Participation of all key section managers and above in a seminar on services marketing run by top marketing academics, the introduction of accrual accounting and the establishment of a financial management information system, the development of presentation standards for publications and news releases including a uniform house style and better procedures for quality control;

(h) Passing of a new act involving the central bureau of statistics calling for comprehensive organizational changes that will affect the strategies for increasing user awareness;

(i) Various measures to enhance marketing and information, such as creation of a statistical information unit and utilization of the central governmental printing office to inform the public about new products and services and their marketing.

2. Additional or alternative strategies

72. It appears that many NSOs have made increasing efforts in recent years to make large sections of the potential user population familiar with the supply of statistical products and services. To achieve this goal, diversified strategies were employed.

73. Canada, for example, reported that a Task Force on Access and Awareness was established in 1989 which is expected to come up with a number of recommendations to improve access to and awareness of Statistics Canada's products and services.

74. Sweden noted that, for a fee, Statistics Sweden would provide tailor-made software for specific micro-data bases. For researchers from universities and other government agencies, arrangements were made to set up at Statistics Sweden work stations with a microcomputer and qualified assistance relating to the statistical methods and materials that will be available.

75. Several other NSOs reported that advertising on television and/or in the press has been one of the strategies that they were considering or actually implementing.

76. Contacts with potential users through press conferences and regular meetings with media representatives, seminars and conferences for interested parties were also among the approaches used by some countries.

77. The development of information directories, brochures and/or catalogues and issuing free copies of certain publications were also reported to be among the additional strategies considered. One country indicated that it was planning to reactivate its national statistical association by enlarging its membership and conducting frequent producer-user meetings under its auspices. It was also planning to reduce the prices of its sale publications to reach a larger audience among the general public.

III. INTERNATIONAL EXPERIENCE IN USER AWARENESS

78. The questionnaire circulated to the international organizations and the regional commissions was essentially the same in content as the national questionnaire.

79. The following paragraphs contain a summary of the replies by the international community describing the experience in user awareness of statistical outputs and services. The experience of the Statistical Office of the United Nations Secretariat on the issue is included.

A. Awareness of availability of statistical outputs

1. Systematic attempts to assess user awareness

80. The following specialized agencies and organizations of the United Nations system also reported that various initiatives had been undertaken to survey users' needs and/or awareness of their outputs and services: ECA, ECE, ESCAP, ESCWA, FAO, ILO, IMF, UNIDO, UNCTAD and the Statistical Office of the United Nations Secretariat. The methods used to make the assessment were one or more of the following:

- (a) Questionnaires;
- (b) Workshops, seminars, conferences, consultations and meetings;
- (c) Inserting reply cards in publications;
- (d) Analysing sales figures;
- (e) Hiring market research companies or consultant firms to conduct surveys;
- (f) Analysing requests for data.

81. In the recent past, efforts of the Statistical Office of the United Nations Secretariat included a survey by means of a reader's card inserted in selected yearbooks to gather information on readers and hiring a consultant firm to study the characteristics of current users of statistical publications and to identify means of increasing the dissemination of such publications. The latter survey included several thousand individuals and encompassed 140 countries. These surveys were followed in 1987 by a review of current practices in the production of the recurrent publications of the Statistical Office, their limitations and suggestions for improvements.

82. The IMF indicated that in 1988-1989 it had hired a consulting firm to conduct an assessment on awareness of availability of statistical outputs.

83. In addition, ICAO, UNCTAD, ECA, ECE, ESCAP and ESCWA also reported conducting questionnaire surveys. While these surveys were generally very helpful in making

an assessment of users' awareness, results of some of the inquiries were too general to allow a comprehensive analysis.

84. While some organizations reported that they had not made any attempts to assess user awareness, they nevertheless commented upon what they perceived as being the case. ICAO, UNESCO and UPU indicated that their products are widely used by their clientele in the specialized area in which they serve, and their perception is that the products and services provided by them are well accepted.

2. Level of awareness

85. The information provided by the international organizations indicates that the level of awareness has been difficult to evaluate.

86. The surveys conducted by the Statistical Office of the United Nations Secretariat revealed that its outputs are used extensively by government agencies, universities, research institutions and other international organizations and reference libraries. Its publications are highly appreciated because of their unique status as world-wide statistical references. Many of the specialized publications, such as methodological manuals, classifications and studies, are considered to be extremely valuable to the work of national statistical offices. However, with respect to certain outputs containing data on special branches of industry (such as minerals, textiles, chemicals, iron and steel) there appears to be a low level of user awareness in many markets.

87. Some organizations, such as UPU, UNIDO and UNESCO, reported that specialized users were generally familiar with the outputs of their organization and in the case of IMF, the survey of users had shown a high degree of awareness with the Fund's statistical publications, particularly with International Financial Statistics, its main publication.

88. UNIDO indicated that its statistical publications were used by Governments and a wide range of research institutions, although private firms did not seem to be very familiar with its outputs and services.

89. UNCTAD reported that replies to its readership survey indicated extensive use of its documents for background information and economic analysis (95 per cent) and, to a lesser degree, for education and for making policy decisions (24 and 18 per cent, respectively).

90. ECA reported that the level of awareness of its outputs and services was very high in the member countries of the region, particularly with national statistical offices. The users of its outputs included, in addition to the national statistical services, ministries, planning organizations, research institutes, universities, intergovernmental agencies and international organizations. However, because of a lack of organized library facilities at the national statistical offices, some of its publications are insufficiently circulated, and a large number of potential users fail to be aware of them. Users are said to be very aware of ECA regional advisory services.

91. ESCAP noted that its readership survey also reflected a high level of user awareness and active use of its publications.

3. Importance and priorities attached to outputs

92. Where the awareness of users was established by various means of assessment, it appeared that the elements of timeliness and accuracy or reliability were considered extremely important by users.

93. Other factors that were assigned importance by users were relevance, consistency, coverage and comparability of data sets, regardless of the subject-matter covered.

B. Marketing statistical outputs and services to increase user awareness and generate revenue

1. Incidence of the marketing approach

94. As is the case with the national statistical offices, marketing of statistical products varies significantly among international organizations. In general, however, it appears that they are adopting, or in some cases planning to adopt, an increasingly market-oriented approach to disseminating their outputs.

95. Both IMF and ILO appear to be highly committed to a policy of increasing the user awareness of their outputs by vigorously promoting and charging for them. As a result of the survey conducted in 1988-1989, IMF is currently developing promotional material and an organizational strategy aimed at securing new subscribers to their materials and encouraging greater use of them by existing users and subscribers. The policy is also designed to increase revenue to IMF cost-effective marketing and distribution.

96. ILO has actively marketed its products for some time. The organization believes this to be not only a necessity, since its regular budget does not cover the costs of promotion or sales administration, but also desirable, since it results in a larger dissemination of the organization's data and so more effectively serves the needs of its constituency.

97. On the other hand, several agencies considered that there were limits to employing marketing techniques to increase user awareness of statistical outputs. While the Statistical Office of the United Nations Secretariat vigorously promotes its statistical outputs, in line with decisions of the General Assembly on United Nations publication policies and the views of the Statistical Commission, it adheres to the principle that profit should not be the primary consideration in undertaking publication and dissemination activities. At its twenty-third session, the Statistical Commission agreed that the primary objective of such activities is, in fact, to ensure a wide dissemination of statistics, so that the free distribution of publications is a major element in this regard. 7/ At its last (twenty-fifth) session, the Statistical Commission reaffirmed that "the collation

and dissemination of international statistics by the Statistical Office of the United Nations Secretariat met a well-established and justified need" and noted that the General Assembly, in its resolution 38/32 E, has specified that sales figures were only one of several criteria specified for determining the usefulness of publications. 8/ Similarly, ECE and UNESCO suggested that user awareness in developing countries and in countries which normally have problems with freely convertible currencies could only be improved by increasing the number of complementary copies of outputs distributed therein.

98. UPU indicated that, because of the nature of its product, it was able to identify a core group of customers, and that special marketing efforts would not increase the use of that product.

2. Promoting statistical outputs

(a) Advertising

99. The extent to which international organizations advertise their products varies greatly - in terms of both nature and extent. Most organizations maintain a catalogue of their own publications, advertise within their own publications and have some form of direct-mail newsletter.

100. Until recently, advertising and promotion of sales publications of the United Nations Secretariat were contracted to commercial firms. Beginning in 1988, however, this function was assumed by the Sales Section of the United Nations Secretariat (this Section constitutes a part of the Publishing Division of the Department of Conference Services). Since then the advertising space has increased each year along with improvements in the design of advertisements. Sales publications are listed in the annual catalogues and updates and direct-mail pieces are produced dealing only with statistical publications. The Sales Section also produces flyers for conferences involving a variety of professional and library associations. This activity is supplemented by utilizing the assistance of the United Nations Information Centres (UNICs) and representatives of the United Nations Development Programme (UNDP).

101. A number of organizations felt that there was an advantage in utilizing the promotional and distributional services of commercial firms, in addition to those provided through United Nations channels. UNIDO, for example, reported that it is currently trying to publish its Handbook of Industrial Statistics through a commercial publisher with a higher capability of international marketing and sales promotion, and a world-wide distribution network.

102. ILO also indicated that it advertises its outputs by issuing prospectuses, buying advertising space in various magazines, newspapers and professional journals, attending exhibitions to promote these outputs and by cross-advertising in statistical publications.

103. Press releases are also issued by some organizations. FAO and GATT have recently established special units to promote and disseminate their materials.

(b) Other methods

104. It seems that the majority of international organizations do not rely on commercial marketing to promote the use of their products. Greater reliance is placed on conferences, committees and working groups, as forums through which national statistical offices and other interested parties can voice their support for statistical programmes which meet their needs and discuss the work programme in general and details regarding financial and technical support to developing countries. The Statistical Office of the United Nations Secretariat, for instance, participates in perhaps 20-30 specialized international meetings per year in which user needs concerning virtually all of the fields in which it compiles statistics are specially addressed and in which users participate.

105. Many of the organizations hold workshops and seminars aimed at increasing user awareness of specific projects by encouraging contact and dialogue between the users and collectors of statistics. In ESCWA, for example, this is done both before and after household survey projects. In developing countries, training workshops (before censuses, for example) are also scheduled as are meetings to discuss special issues, such as the revision of the United Nations System of National Accounts.

106. Also, the publications of international organizations are automatically distributed to the national statistical offices of member countries and usually to other agencies at the country level, to other international organizations and United Nations agencies and to agencies with which there are exchange agreements. Furthermore, many of the regular statistical publications and machine-readable products are routinely listed in international reference guides.

107. In response to General Assembly resolution 2626 (XXV), in which the Secretary-General was requested, inter alia, to supply adequate basic national data that would increase international public awareness of countries' development efforts, the Statistical Office of the United Nations Secretariat issues World Statistics in Brief (United Nations Statistical Pocketbook). The aim of this publication is that it should serve as an appropriate vehicle for disseminating, in compact form, important basic facts relating to various countries.

3. Charging fees and assessing the value of statistical outputs

108. Some organizations (WHO and UNESCO, for example) charge no fees to distribute printed material to any interested party. Others have a more mixed approach. Some United Nations regional commissions (ECA and ESCAP) indicated that some publications were priced, while others were provided free. Those that were priced were done so by the United Nations Sales Section, New York, and the method of pricing was not known to the Commissions. Other organizations, such as ICAO, sold their publications on a marginal cost basis. FAO was not aware of the mechanism by which its outputs were priced but indicated that it was "most probably just enough to cover production costs".

109. IMF and ILO indicated that their pricing policies aimed, to a large extent, at cost recoverability. These organizations also appeared to have the most vigorous

and systematic campaign to advertise their products. They believe fees to be a good means of determining the actual needs and interests of users. Through its 1988/89 survey, IMF was able to determine that when users were sufficiently aware of their products, they were indeed prepared to pay for them.

110. Those organizations with flexible pricing policies for published material indicated that no attempts have been made to otherwise assess their products in terms of marketability. Nevertheless, most nominated certain of their outputs which they believed generated the most user interest.

111. All international organizations which maintain electronic data bases charge all users for access to them. There seems to be agreement that selling machine-readable products is both an excellent source of revenue and a cost-effective means to distribute the information maintained.

4. Market orientation versus public service orientation
for international organizations

112. All international organizations stressed the importance of meeting the demands of member countries and providing them with adequate statistical information as required by their various charters. As such, some organizations indicated that they provided only a public service (UNESCO and ICAO, for example). Similarly, the reply provided by EUROSTAT noted that the information disseminated by that organization is that which is required by the Commission for its policy needs; thus client product requirements have no role in the products made available.

113. Others believed that they were able to balance their roles as public service agencies and market-orientated agencies by virtue of the fact that some of their outputs were provided free of charge while some were distributed for a fee, as deemed appropriate. In addition, some organizations that sell data charge different rates to different users. UNIDO and the Statistical Office of the United Nations Secretariat, for example, sell their machine-readable output at higher rates to commercial firms than to Governments and universities.

114. The policy of the United Nations Secretariat regarding publications is to provide them free to Governments and national and international statistical services and to sell them to the private sector and public at large at pre-established prices.

C. Barriers to awareness and use of statistics and measures
taken to remedy them

1. Specializing outputs in response to user needs

115. The question inquiring about the recent experiences that the international organizations may have had in specializing their outputs to make them more responsive to user needs elicited a number of replies reflecting a common concern on the part of several organizations.

116. The Statistical Office of the United Nations Secretariat has also been following an approach by which its outputs, on the basis of contacts with users, are continuously evolving to respond to users' requirements. During the past several years, a number of changes have been introduced in the content of recurrent publications of the Statistical Office. These improvements include the increased use of bilingual texts, the introduction of graphics, new tables on particular series, improvements in the scope and coverage of the publications, improved timeliness and a better quality of presentation. In addition, several publications were consolidated or eliminated, while at the same time the number of ad hoc statistical publications responding to specific user needs was increased. Participation with users in official and professional meetings appears to be a very effective method employed by the Statistical Office to improve user understanding of available outputs and monitor user priorities and requirements.

117. ICAO indicated that its statistics programme is kept under continuous scrutiny by the governing bodies and is comprehensively reviewed every five-eight years by a representative body of member States to ensure that it remains responsive to user needs. The most recent comprehensive review took place in April 1989.

118. IMF also reported that it was in the process of reviewing all its statistical publications to make them more useful to users and was considering expanding its data coverage and increasing the use of graphics in its outputs.

119. ILO, on the other hand, listed a number of special initiatives in its efforts to be more responsive to user needs. These included: (a) making available on diskette and on tape parts of its statistical data base, LABORSTA, and furnishing them on request; (b) a new series of publications entitled "Statistical Sources and Methods" aimed at providing methodological descriptions of all the statistical series published in the ILO Yearbook and The Bulletin of Labour Statistics; (c) a programme of internationally comparable data so as to help users to make international comparisons; and (d) changing over to publishing data by source (e.g., household surveys and censuses, establishment surveys and censuses, administrative records) instead of by subject (e.g., economically active population, employment, unemployment).

120. The reply from FAO noted that a major effort was under way to introduce the use of an international classification to make its data more transparent for external users.

121. The experience of ECA, ESCAP and the Statistical Office of the United Nations Secretariat reflected a genuine concern in the areas of timeliness, coverage and quality of data. ECA reported that with respect to timeliness, greater attention was now being paid to desk-top publishing and similar modern technologies. To expand the coverage of data, a number of alternative methods were now being employed, such as taking advantage of advisory missions to countries to obtain country level data and requesting statistics on magnetic tapes or diskettes from the United Nations and other agencies. To improve the quality of data, computer printouts containing basic data were sent back to countries for verification, filling of gaps and updating, with data received being subjected to thorough checking and cross-checking with those received from other sources. Efforts in

these areas have been relatively successful, but the degree of success has varied from country to country, and from subject area to subject area. ESCAP efforts to achieve data quality and timeliness included merging some of their publications and revising their contents and formats. The Statistical Office of the United Nations Secretariat is working to reduce the time lags associated with acquiring national data, processing and compiling that data and printing and distributing publications in an effort to improve the timeliness of the dissemination of statistical data.

122. Replies received from some of the agencies, such as UNESCO, UPU and WHO, indicated that in the absence of any feedback from users, no modifications were currently being considered in their outputs.

2. Efforts towards improving communications with existing and potential users

123. A number of the agencies indicated that they had taken some steps to improve communications with existing and potential users of statistics. As a part of a General Assembly mandated self-evaluation programme, the Statistical Office of the United Nations Secretariat has recently begun an assessment of the effectiveness of its programme of work in the compilation and dissemination of various areas of statistics. So far, this has been done by means of a survey questionnaire to users and potential users of the United Nations publications Energy Statistics Yearbook and Energy Balances and Electricity Profiles. Similar surveys are planned to cover other fields. In addition, the effective use of new technologies to reach users is a high priority in the Statistical Office, and a number of experiments in diskette, on-line, magnetic tape and CD-ROM dissemination are in progress in the Office and through third parties. While users have demonstrated considerable interest in them, it is not yet possible to provide any clear evaluation of the results of those experiments.

124. FAO reported that since 1985 it had been distributing copies of its data banks to international organizations four times a year and that, beginning in 1987, it had also instituted on-line access to the AGROSTAT International System to major national and international users.

125. The reply from ILO also described several measures, including the sending of questionnaires and/or publications not only to responsible ministries (usually Ministries of Labour), but also to Central Statistical Offices directly, attempts to improve and increase the advertisements of its publications, and standardization of the appearance of its publications so as to make them more readily recognizable.

126. UNESCO efforts in this area included the preparation and dissemination of a statistical newsletter with a view to improving its communications with correspondents in member States, a step which was well received.

127. ECA reported that the UNDP offices in various countries in the region, Multinational Programming and Operational Centres (MULPOCs), advisory missions and "courier" services were being used with increased frequency, and that these efforts had achieved a reasonable degree of success. However, improvements were still needed with respect to some countries.

128. ESCAP, on the other hand, indicated that whenever it received inquiries about its publications, a list of its sale and non-sale publications were sent to such potential users. As this campaign had just started, its effects were not yet fully known.

D. Changes in the internal management or content of programmes found to be useful to facilitate the awareness and use of outputs and services

1. Changes to the internal management or content of programmes

129. In order to deal more effectively with this issue, IMF reported that it had placed all its statistical publications under a single manager. It was believed that this arrangement would help improve the content and assure cost-effectiveness.

130. The response from UNESCO indicated that the General Conference of UNESCO, at its 1989 meeting, had approved the creation of an advisory group for the purpose of suggesting improvements in the content of UNESCO data collection and its dissemination programme.

131. ICAO also replied that it was in the process of developing a comprehensive programme for increased automation of the collection, analysis and transmission of aviation statistics.

132. ECA reflected that it had directed its efforts towards producing some outputs and services more responsive to specific country needs along with operational activities aimed at the training of local staff and the building of national capability.

133. ESCAP explained that as a result of its readership survey, its statistical publications programme was rationalized so as to make it more user-oriented. Users who are on its mailing list are regularly informed about the new issues of statistical publications through the Statistical Newsletter and through recurrent publications. This method, according to ESCAP, has been found to be effective in increasing the awareness of its statistical products.

2. Additional or alternative strategies

134. Among the strategies considered to be employed to increase user awareness were the following:

- (a) Dissemination of selected publications on diskettes and CD-ROM (FAO);
- (b) A publication on labour indicators with graphics to attract potential users who do not wish to go through large quantities of statistics, but to simply extract key indicators (ILO);
- (c) Initiation of publicity campaigns on specific programmes, with the assistance of audio-visual presentations (ICAO);

(d) Improvement and diversification of statistical indicators to be presented in statistical publications (UNIDO);

(e) Creation of an integrated range of products across all media types (paper, on-line, CD-ROM, diskette, etc.) and measures to improve the current links on dissemination with the member States of the European Community to establish a dissemination network of European Statistical Offices (EUROSTAT).

135. ECA reported that its strategy also involved demonstrations of the use of quantitative information in development planning, monitoring and evaluations during workshops. With respect to services, periodic publication of activities undertaken by the regional advisers and other staff was one method of increasing user awareness of such services.

IV. STRATEGIES FOR IMPROVING USER AWARENESS

136. To increase resources and improve capabilities, statistical offices require the support of their users. A close relationship of a statistical office with its principal users will ensure the relevance of its work programme to their needs and hence improve their awareness and support.

137. The replies received from the national and international statistical offices contained a number of strategies that have been successful in improving the user awareness and support of their statistical outputs and services. These strategies are listed below:

Direct forms of outreach and contacts with users

(a) Systematic contacts with users employing the best possible means at hand to monitor their current needs and their assessment of available outputs and services;

(b) Wide dissemination of the advance work programme with schedule of dates when specific outputs or services will be available to users and timeliness in adhering to such a schedule;

(c) General and periodic press releases to inform users of key outputs with graphic illustrations and simple language;

(d) General and detailed presentations of outputs to different target groups through general or specialized seminars or workshops;

(e) Use of information directories, summary brochures, pamphlets, broadsheets, stands and displays, press conferences and media interviews, electronic bulletin boards, lectures, seminars and workshops with users to keep them informed and interested;

Strategies involving changes in the internal management and
content of the statistical work programme

(f) Creation of a public relations department or information centre/specialized marketing unit, as the case may be, to handle dissemination and/or marketing of statistical outputs and services, to conduct market research and to be responsible for the various aspects of dealing with current and potential users;

(g) Ensuring greater collaborative efforts and co-ordination between the producers of statistics and distributors/marketing agents of publications where such functions are carried by different organizational units;

(h) Establishment of producer/user committees and advisory groups to involve users in the early planning stages of a statistical programme or undertaking in a given area, and to take into account their views and their needs so that the project would be of interest to a larger audience and its benefits would be greater than it would otherwise; to follow the same procedure in the analysis stage;

(i) Development of a system by which an integrated range of products would be made available across all media types, for example, printed outputs, different types of machine readable data, access to networks (data banks or data bases), and electronic bulletin boards;

(j) Establishment of a wider dissemination network to reach a greater number of users;

(k) A permanent commitment to improved quality, especially in the areas of timeliness, accuracy, coverage, comparability, comprehensiveness, portability of outputs and detailed analysis of results;

(l) Greater participation of technical staff in specialized meetings of professional bodies to disseminate methodology and research utilized to improve the quality of outputs and services;

(m) With a view to improve the problem of timeliness, more active participation in the planning for and decisions relating to the issuance and distribution of statistical publications;

(n) Measures to create conditions that would build confidence in a statistical service as an impartial, objective and competent institution.

V. POINTS FOR DISCUSSION

138. The Statistical Commission may wish to:

(a) Review and comment on the national and international experience reported in efforts to increase user awareness of the value of statistical outputs and services;

(b) Discuss, taking into account the increasing fiscal constraints faced by statistical offices, the issue of marketing of statistical products and services versus public service orientation of the statistical offices at the national and international levels;

(c) Identify those strategies that it considers most likely to succeed in bringing about greater user awareness of the value of statistical outputs and services.

Notes

1/ Official Records of the Economic and Social Council, 1989, Supplement No. 3 (E/1989/21), chap. XII, para. 228.

2/ Report of the Working Group on International Statistical Programmes and Co-ordination on its thirteenth session (E/CN.3/1991/2), para. 12.

3/ Information provided by the Federal Republic of Germany was sent in three completed questionnaires prepared by the Statistical Information System of the Federation (STATIS-BUND), the Press Office and the Publications Division of the Federal Statistical Office.

4/ Information provided by the National Statistical Co-ordination Board of the Philippines, together with the Bureau of Agricultural Statistics, Bureau of Labor and Employment Statistics, Department of Economic Research of the Central Bank of the Philippines and the National Statistics Office.

5/ Information provided by the Office of Management and Budget of the United States included nine completed questionnaires prepared separately by the following United States agencies: Bureau of the Census and Bureau of Economic Analysis (Department of Commerce); Bureau of Labor Statistics; Office of Educational Research (Department of Education); Department of Health and Human Services; Energy Information Administration (Department of Energy); Internal Revenue Service (Department of the Treasury); National Agricultural Statistics Service and Economic Research Service (Department of Agriculture).

6/ Handbook of Statistical Organization (United Nations publication, Sales No. 54.XVII.7), p. 55 (out of stock). The revised edition was published in 1980 (Sales No. E.79.XVII.17) and reprinted in 1990.

7/ Official Records of the Economic and Social Council, 1985, Supplement No. 6 (E/1985/26), chap. II, para. 13.

8/ Official Records of the Economic and Social Council, 1989, Supplement No. 3 (E/1989/21), chap. II, para. 30.
